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Application Number: 2020-H0766-MD-DJ

Date of Submission: May 8, 2020

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### Table of Contents

<b>Table of Contents</b>	2
<b>Description of the Issue</b>	3
<b>Project Design and Implementation</b>	8
Objective #1: Develop Criminal Justice Strategies that are Coordinated at the Local, State, and Federal Level	9
Objective #2: Improve Victim Services For Maryland Residents	13
Objective #4: Maximize the Public Safety Returns on Maryland's Corrections Spending	21
Objective #5: Increase the Availability of Data to Support Data-Driven Approaches to Criminal Justice Issues in Maryland	25
<b>Capabilities and Competencies</b>	27
<b>Plan for Collecting the Data Required</b>	30
<b>Conclusion</b>	32



## GOVERNOR'S COORDINATING OFFICES

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Crime Prevention, Youth, & Victim Services • Small, Minority, & Women Business Affairs  
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*In January 2020, Maryland Governor Larry Hogan signed an Executive Order renaming the Governor's Office of Crime Control and Prevention the Governor's Office of Crime Prevention, Youth, and Victim Services (Office). This change was made because the Office has grown from primarily a grant-making entity into an administrative office. The new name reflects the Office's true purpose and mission, which is to serve as a multidisciplinary collaboration between those working in crime prevention and enforcement, victim services, and child welfare to make Maryland a safer place to live, work, raise a family, and retire.*

*At this time the Office is working to update our official records in DUNS and SAM.*

## Description of the Issue

Maryland, often called the United States in microcosm, is a very diverse state with a population over 6 million. It ranges from the seashore of the Atlantic Ocean on the east, to central rolling hills, to mountains in the west. Maryland is equally diverse with respect to crime and faces many different challenges including human trafficking, drug trafficking, gang-related crime, and violent crime, as well as a heroin and opioid crisis that threatens the health and safety of citizens across the State. In addition, the cost of corrections continues to climb. In response to these challenging times, Maryland needs a coherent, proactive strategy to protect our communities and create a criminal justice system that is more accountable to both victims and taxpayers.

### Funding Priorities



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Under the leadership of the Hogan-Rutherford Administration, the Governor's Office of Crime Prevention, Youth, and Victim Services (Office) is committed to coordinating with our federal, state, and local partners to meet the following five objectives:

1. Develop Criminal Justice Strategies that are Coordinated at the Local, State, and Federal Level.
2. Improve Victim Services for Maryland Residents.
3. Improve Child-Wellbeing and Reduce Adverse Childhood Experiences.
4. Maximize the Public Safety Returns on Maryland's Corrections Spending.
5. Increase the Availability of Data to Support Data-Driven Approaches to Criminal Justice Issues in Maryland.

### National Incident-Based Reporting System (NIBRS)

As required in the FY20 Byrne Memorial Justice Assistance Grant (BJAG) solicitation, Maryland will use the mandatory three percent (3%) allocation to support implementation of the National Incident-Based Reporting System (NIBRS). As part of the Office's first objective, Maryland is currently collecting crime data under the Uniform Crime Reporting (UCR) system. This data is collected and maintained by the Maryland State Police (MSP), and analyzed by the Maryland Statistical Analysis Center (MSAC) at the Office. The UCR records crime reported for the eight FBI Part I offenses and arrest counts for these 8 Part 1 offenses, as well as 23 FBI Part II offenses. For NIBRS, Part I and Part II crime categorization is replaced by Group A and Group B offenses. Detailed information on the 52 Group A offenses and 10 Group B offenses is captured with NIBRS, resulting in over 60 data elements associated with each incident and



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arrest. By having the ability to capture a larger amount of incident based data, as well as sub-offense data, victim and suspect information can be analyzed within a sharper scope.

Another advantage of NIBRS, is that UCR currently employs the “hierarchy rule.” Under the domains of the hierarchy rule, if a criminal commits more than one offense in a single incident only the most serious offense will be listed as the cause of the incident. The hierarchy rule does not exist under NIBRS. Under NIBRS, local law enforcement agencies are required to submit detailed information about all offenses committed in a single incident. This includes detailed information about the victim, the offender, any witnesses and the nature and type of the offense. Maryland currently has two agencies, the Montgomery County Police Department and the Prince George’s County Police Department that are fully NIBRS compliant, and a few other agencies that have received federal funding as part of the National Crime Statistic Exchange program to assist with becoming NIBRS compliant. The Office is currently conducting an analysis of NIBRS data from the Montgomery County Police Department and the Prince George's County Police Department in order to develop recommendations on the enhanced reporting and collection of NIBRS data.

Using BJAG funding, The Office will promote the use of NIBRS by all law enforcement agencies statewide prior to the 2021 federal NIBRS-compliant deadline by:

- ❖ Providing education and outreach about NIBRS, the federal deadline, the importance of starting the transition, and the benefit of transitioning prior to the deadline.
- ❖ Promoting federal funding opportunities for the NIBRS transition, including access to BJAG funds.



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### Description of the Programs to be Funded

Maryland intends to use its future Edward Byrne Memorial Justice Assistance Grant funding to support several important public safety initiatives, to include:

- ❖ Law enforcement programs that move agencies towards the use of the National Incident Based Reporting System (NIBRS) for data reporting prior to the federal deadline of 2021.
- ❖ Strategically developed, data-driven, best practices, and evidence based law enforcement programs that rely on strong partnerships designed to reduce violent crime; identify, disrupt, and dismantle violent criminal networks including gun, gangs, drug, and human trafficking organizations; and support successful prosecutions of violent repeat offenders.
- ❖ Programs that improve Maryland's sentencing and corrections policies according to the priorities of the Justice Reinvestment Act (JRA) plan by utilizing validated screeners, evidence-based practices, and programming, strengthening alternative corrections options and diversion programs, and expanding treatment capacity within corrections.
- ❖ Prevention, early intervention, crisis and behavioral intervention programs that increase child wellbeing and address Adverse Childhood Experiences with the goal of diverting youth from involvement in the juvenile justice and/or child welfare system. Law enforcement diversion programs will also be considered<sup>1</sup> with a focus on data-driven, evidence-based, and best practice programs.
- ❖ Law enforcement technology programs that increase capacity and leverage existing resources, to include crime analysis, crime mapping and other analytical tools to fight crime.
- ❖ Planning and evaluation of programs to develop a theory of change and impact systems-level change in partnership with coalition and other workgroup activities.

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<sup>1</sup> <https://www.baltimorecountymd.gov/Agencies/police/community/joins.html>



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### Subgrantee Award Process

The Office posts a program-specific Notice of Funding Availability (NOFA) for each funding source we administer. The NOFA provides an overview of the type(s) of programs that can be funded, as well as the basic programmatic guidelines/requirements for the specified funds. Applicants are required to submit an application containing all requested information, as directed in the NOFA. Required elements include a project summary, a narrative (problem to be addressed, program overview, and implementation plan), a timeline, a spending plan, and a line item budget.

It is a fundamental goal of the Office to ensure that all applications receive a fair and impartial review. The Office strives for openness, competitiveness and transparency in the grant application process. There is a three-tiered review process for most competitive applications, including Edward Byrne Justice Memorial Assistance Grants. The process is as follows:

1. Governor's Office of Crime Prevention, Youth, and Victim Services' Internal Staff Review: This review ensures that the procedural requirements of the application have been met and that proposals adhere to federal program funding requirements.

2. External Peer Review: A review is performed by a multi-disciplinary group of peer reviewers who are knowledgeable about the relevant funding source and allowable program and purpose areas of the projects. This team reviews and scores each application.

3. Governor's Office of Crime Prevention, Youth, and Victim Services' Final Review: The Program Manager is responsible for using all the findings to make funding recommendations for each application. He/she then prepares a summary document with this information and presents it to the subject matter expert for review and final recommendations, which are then presented to the Executive Team.



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### Project Design and Implementation

The mission of the Office is to serve as a coordinating office that advises the Governor on criminal justice strategies. The Office plans, promotes, and funds efforts with government entities, private organizations, and the community to advance public policy, enhance public safety, reduce crime and juvenile delinquency, and serve victims.

The Governor's Office of Crime Prevention, Youth, and Victim Services is the designated State Administering Agency (SAA) for Maryland. As required by federal statute, the Governor appointed this office to this role and we are responsible for "comprehensive criminal justice planning and policy development within the State." The Office is responsible for the allocation of resources statewide and acts to "distribute, monitor and report on spending" under many State and Federal programs. As the executive branch agency designated to accept, plan and distribute criminal justice funds, we seek to leverage state and federal grant dollars to address the needs of statewide and local criminal justice systems. As the SAA we further serve as the primary coordinating body for state and local public safety issue identification, system collaboration, policy development, and system planning and implementation.

As of FY 2020, consistent with the State of Maryland's commitment to invest in children and family services focusing on prevention and early intervention, the Governor's Office for Children (GOC) was restructured and is now administered by the Office's Executive Director. This realignment addresses the need for Local Management Boards (LMB) to foster community partnerships in all 24 Maryland jurisdictions, as well as provides increased access to Federal funds to plan and implement local children and family services.

Under the leadership of the Hogan-Rutherford Administration, the Office is committed to coordinating with our federal, state, and local partners to meet the following five objectives:





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### ***Objective #1: Develop Criminal Justice Strategies that are Coordinated at the Local, State, and Federal Level***

The Office coordinates with public safety partner agencies across the State, and within jurisdictions, to ensure that programs and initiatives address the need to reduce both crime and victimization. The Office's public safety strategy for reducing violent crime is specifically focused on identifying, disrupting and dismantling criminal networks through collaboration and comprehensive data sharing between partner agencies at the state, local and federal levels.

In coordination with our public safety partner agencies, tactics, resources and intelligence are integrated for the purpose of targeting criminal networks and gangs that are involved in the distribution of illegal drugs, the use of firearms in crimes of violence, human trafficking or other inherently violent criminal activity. This is accomplished via a comprehensive multidisciplinary effort that includes enforcement, prevention, and victim services.

This coordination also extends to non-law enforcement partners. The impact of the opioid crisis in Maryland has further highlighted the need for information sharing and service coordination between all first responders, and specifically between public health and public safety to adequately address the issues impacting justice-involved citizens with substance use disorders. The Office's criminal justice strategies often include partnerships with public health, social services, and other local entities that share the goal of improving justice outcomes and mitigating the community impacts of crime.

Using Edward Byrne Memorial Justice Assistance Grant funding, the Office will support coordination at the local, state and federal level, as well as among disciplines, to effectively and efficiently reduce and prevent crime in Maryland. As discussed above, a primary tactic for reducing violent crime in the State of Maryland is to focus resources on identifying gangs and violent criminal networks for the immediate purpose of disrupting and dismantling these



## GOVERNOR'S COORDINATING OFFICES

Community Initiatives • Service & Volunteerism • Performance Improvement  
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networks. Criminals involved in the trafficking and use of firearms in crimes of violence, human trafficking, the distribution of illegal drugs, or other inherently violent criminal activities will be targeted through shared enforcement, prevention, intervention and reentry strategies.

To support this effort, Maryland created a coalition of criminal justice agencies that collaborates and coordinates tactics, resources and intelligence through comprehensive data sharing, cross-jurisdictional partnerships, effective policies and supportive technologies.

To reach this objective, Maryland will utilize the following strategies:

### ***Governor's Council on Gangs and Violent Criminal Networks***

This council includes representatives from the state's criminal justice agencies and was formed for the purpose of providing leadership, policy oversight, and the coordination of operational strategies to collect and share relevant data related to violent crime and victimization. This group provides support and assistance to programs and entities participating in the Maryland Criminal Intelligence Network (MCIN), with the ultimate goal of supporting successful high-level prosecutions of criminal networks. The Office also serves as the fiscal agent for the MCIN and Project Safe Neighborhoods (PSN) projects.

### ***Maryland Criminal Intelligence Network (MCIN)***

The MCIN is a network of criminal justice agencies focused on identifying, disrupting, and dismantling criminal networks through collaboration and comprehensive data sharing at the local, state and federal level. MCIN focuses on identifying violent criminal networks operating within Maryland and disrupting and dismantling these organizations utilizing federal and state Racketeer Influenced and Corrupt Organizations (RICO) charges to permanently disband these organizations. Partner agencies will coordinate tactics, resources, information and intelligence for the purpose of targeting gangs and violent criminal networks that are involved in the



## GOVERNOR'S COORDINATING OFFICES

Community Initiatives • Service & Volunteerism • Performance Improvement  
Crime Prevention, Youth, & Victim Services • Small, Minority, & Women Business Affairs  
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distribution of illegal drugs, the use of firearms in crimes of violence, human trafficking or other inherently violent criminal enterprises.

MCIN provides the basis for data-driven decision making both operationally and for policy development. In addition to supporting the operational component and providing timely, accurate and actionable information to decision makers, de-identified data will be collated in order to inform stakeholders, develop policy, and measure the impact of our efforts to reduce violent crime.

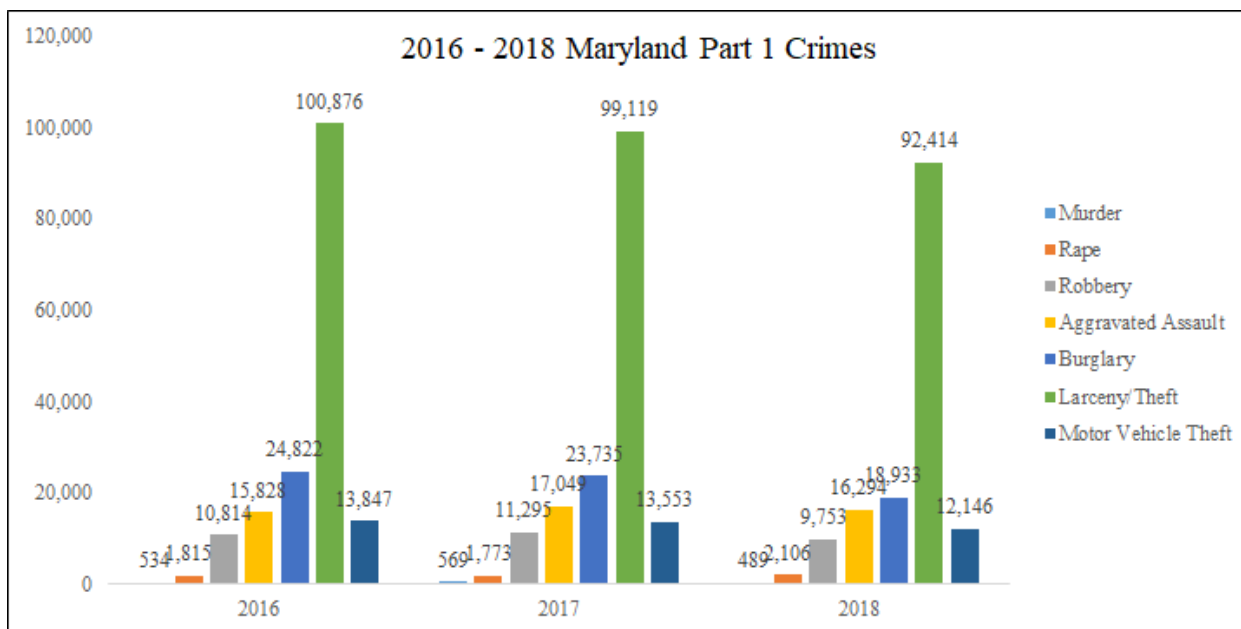
### **Maryland Part 1 Crime Summary**

The Federal Bureau of Investigation (FBI) annually publishes *Crime in the United States* as part of the National Uniform Crime Report (UCR) program that compiles national crime statistics and trends based on voluntary reporting by the states. The UCR program collects information on specific crimes that were selected as an “index” to represent crime in the United States. These index crimes are murder, rape, robbery, aggravated assault, breaking and entering, larceny/theft and motor vehicle theft. In 2018, the most recent year for which data is available, there were 152,135 total index crimes reported in Maryland. The graph below clearly illustrates Part 1 crimes in Maryland for 2016, 2017, and 2018.



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Source: 2018 UCR, Maryland State Police

### *Developing a culture of collaboration, information sharing and knowledge transfer*

Using Edward Byrne Memorial Justice Assistance Grant funding, the Office will create opportunities to share knowledge with the communities of practice on best and promising evidence-based strategies in violent crime reduction. The United States Attorney's Office, working with state, and local law enforcement, is an important partner in the law enforcement response to crime in local jurisdictions, and is a part of developing and implementing a crime-reduction program to help local law enforcement address violent crime problems. Additionally, regional statewide human trafficking trainings for law enforcement and prosecutors, and the Maryland Human Trafficking Investigators Seminar focus on the investigation of human trafficking cases with the ultimate goal of recovering and restoring victims of human trafficking and prosecuting more offenders.



## GOVERNOR'S COORDINATING OFFICES

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### ***Objective #2: Improve Victim Services For Maryland Residents***

Victims of crime have a vital role in the criminal justice system. Maryland's programs and policies acknowledge that victims have the right to information, the right to be present and provide input at criminal justice proceedings, the right to be heard in the criminal justice process, including the right to submit a victim impact statement at sentencing, parole, and other similar proceedings, the expectation of being treated with dignity and respect, and the right to request restitution. The Office administers various victim-centered federal and state funding sources that work to provide core and enhanced services to Maryland's crime victims and ensure these rights.

The Office continually works to ensure that all funding sources for victims, including the Victims of Crime Act (VOCA) fund, the Violence Against Women Act (VAWA) fund, and the Maryland Victims of Crime (MVOC) fund, as well as other funding sources such as the Children's Justice Act Committee (CJAC) and Child Advocacy Center Services (CACS), are coordinated. This coordination achieves maximum efficiency and provides Maryland's victims of crime with every available resource.

Edward Byrne Memorial Justice Assistance Grant funding will continue to support the Office's efforts to assess and understand the needs of communities throughout Maryland and work to ensure that crime victims and their families have access to a comprehensive range of coordinated services. Maryland's vision to improve and enhance services for victims is guided by the following core principles. That:

1. Victims are safe;
2. Victims are self-sufficient; and



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3. Victims and the community are aware of their rights and all services available to them.

The methodology used to achieve these strategic objectives is determined based on the results of a victim's needs assessment and strategic planning process conducted in collaboration with the Maryland State Board of Victim Services, the Governor's Family Violence Council, and the Children's Justice Act Committee, as well as other victim service providers and stakeholders. The Office will continue to align strategic goals and objectives through our Notice of Funding Availability (NOFA), funding decisions, and utilization of best and promising evidence-based practices by victim service providers. The Office promotes the use of evidence-based practices and supports efforts to ensure that service providers utilize a trauma-informed approach that incorporates research-based knowledge to address the unique needs of each victim. To reach this objective, Maryland will utilize the following strategies:

### ***Continuous Establishment and Enhancement of the Office's Victim Services Unit***

The Victim Services Unit centralizes crime victim resources at the State level, including the Criminal Injuries Compensation Fund, which is comprised of the Criminal Injuries Compensation Board (CICB) and the Sexual Assault Reimbursement Unit (SARU), as well as the Office's existing victim services division. This new unit, established July 1, 2018, focuses on coordination and improvement of restitution collection, as well as working with communities to ensure victims have access to the comprehensive range of services available to them. The Office will accomplish this by enlisting the assistance of the state victims' boards (as described below),



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Crime Prevention, Youth, & Victim Services • Small, Minority, & Women Business Affairs  
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and key stakeholders to fund evidence-based programs that achieve positive outcomes for victims of crime and by ensuring that victims of crime have access to comprehensive resources.

In FY 2020, the Victim Services Unit will be responsible for administering the Federal Criminal Injuries Compensation funds and working closely with the VOCA administrator to communicate the need to improve restitution programs. Other priorities include prevention, continued education, and outreach efforts that pertain to all victims of crime.

### ***Develop a clearer understanding of the victims community and allocate funding in the most effective manner while measuring success***

The Office's Victim Services Unit will continue its work with the Maryland State Board of Victim Services, the Governor's Family Violence Council, the Children's Justice Act Committee and all other victim service providers to implement their strategic plans in order to advance victims' rights and services in the State of Maryland. The Office has identified standard outcome-based performance measures that are tracked and reported on by all victim service organizations in Maryland. Establishing standard performance measures allows the Office to assess the effectiveness of the services being provided and provide a mechanism to evaluate progress on achieving this objective.

### ***Increase knowledge of victims' rights in the community***



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The Victim Services Unit is consistently reaching out to crime victims, victim service providers, and all other criminal justice entities that provide services to victims of crime to identify ways to improve victims' knowledge of their rights. The Maryland State Board of Victim Services is responsible for the creation and dissemination of brochures that notify victims and victim's representatives of the rights, services, and procedures provided under Article 47 of the Maryland Declaration of Rights or State law.

Additionally, The Criminal Injuries Compensation Board (CICB) houses a *Victim Services Outreach Coordinator* who informs every victim of their rights as it pertains to compensation. Victims are encouraged to come into the office to receive assistance with the application process. Victims are also provided referral assistance for housing, employment needs, educational programs, transportation needs, childcare needs, counseling needs, as well as a host of other related needs to restore victims.

The Victim Services Unit also provides further direct services to the community via the *Elder and Special Victims Outreach Coordinator*, who fills in and bridges gaps in services by applying preventive and awareness measures to the underserved populations of Maryland. The Coordinator provides preventive strategies and educates the elderly and other underserved special populations victims regarding criminal activity, housing information, transportation





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Crime Prevention, Youth, & Victim Services • Small, Minority, & Women Business Affairs  
Banneker-Douglass Museum • Volunteer Maryland • Deaf & Hard of Hearing

information, employment information, and other information as it relates to meeting primary needs of crime victims.

The centerpiece of this knowledge transfer is via the Annual Maryland Crime Victims' Rights Conference, which provides information on emerging practices for services to crime victims.

Finally, we will continue to further collaborate with communities to conduct outreach campaigns regarding victims' rights, victim safety, victim self-sufficiency and promoting victim awareness of resources available to them. This will be addressed by expanding the use of social media and other public platforms to provide mobile access to victims services and resources.

### ***Objective #3: Improving Child Wellbeing and Reducing Adverse Childhood Experiences (ACEs)***

Juvenile delinquency, including acts of violence and substance use, is an enduring concern for caregivers, the public, and policy makers. These risky behaviors can have negative impacts on the youth's family, education, employment prospects, and health, and potentially lead to involvement in the juvenile justice system. Prior research shows involvement in the juvenile justice system can have detrimental effects for youth, even increasing their risk for future



## GOVERNOR'S COORDINATING OFFICES

Community Initiatives • Service & Volunteerism • Performance Improvement  
Crime Prevention, Youth, & Victim Services • Small, Minority, & Women Business Affairs  
Banneker-Douglass Museum • Volunteer Maryland • Deaf & Hard of Hearing

involvement in the adult criminal justice system<sup>2</sup>. Juvenile incarceration is a costly and potentially harmful response to juvenile delinquency, particularly for youth who do not pose a significant threat to the community. Community-based efforts to prevent delinquency, substance use, and violence are essential components of promoting health during adolescence and later life.

Decades of research on youth development have identified risk and protective factors for juvenile delinquency. Risk factors elevate the youth's likelihood for delinquent behaviors, whereas protective factors buffer the impact of risk factors and increase the likelihood of positive outcomes. These factors can be grouped into family, school, individual/peer, and community categories. Common risk factors for delinquency include family conflict and management problems, academic failure and truancy, and having peers who engage in problem behaviors<sup>3</sup>.

This research laid the foundation for developing and testing new interventions that reduce risk factors and bolster protective factors to prevent delinquency and improve overall well-being amongst youth and families. To achieve population-wide reductions in behavioral health problems, scholars in the field of prevention science recommend investing in universal (aimed toward an entire population), selective (aimed toward subsets of a population who are at risk of the problem behavior), and indicated programming (aimed toward those showing early signs of the problem behavior)<sup>4</sup>. The Office, in collaboration with our federally-mandated State Advisory

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<sup>2</sup> Gatti, U., Tremblay, R.E., & Vitaro, F. (2009). Iatrogenic effect of juvenile justice. *Journal of Child Psychology and Psychiatry* 50(8), 991–998.

<sup>3</sup> Loeber, R., & Farrington, D. P. (1998). *Serious & violent juvenile offenders: Risk factors and successful interventions*. Sage Publications.

<sup>4</sup> Hawkins, J. D., Jenson, J. M., Catalano, R., Fraser, M. W., Botvin, G. J., Shapiro, V., Brown, C. H., Beardslee, W., Brent, D., Leslie, L. K., Rotheram-Borus, M. J., Shea, P., Shih, A., Anthony, E., Haggerty, K. P., Bender, K.,  
Page 18 of 33



## GOVERNOR'S COORDINATING OFFICES

Community Initiatives • Service & Volunteerism • Performance Improvement  
Crime Prevention, Youth, & Victim Services • Small, Minority, & Women Business Affairs  
Banneker-Douglass Museum • Volunteer Maryland • Deaf & Hard of Hearing

Group, has aligned its federal juvenile justice priorities with community-based programs and services, juvenile justice system improvement, delinquency prevention, and aftercare/reentry. Through these initiatives, youth are held accountable for their actions and are provided with resources that will ensure that they lead a successful, productive life as a law-abiding citizen. These initiatives offer restorative justice practices, which involves including the victim and community in the process and allows for accountability and healing, as well as diversion opportunities to avoid system penetration.

Research has also demonstrated a strong relationship between stressful or traumatic events, including abuse and neglect, substance use disorders, and behavioral problems. To this end, the Office envisions an overall trauma-informed approach to children and youth services, which includes prioritizing prevention programming to address the root causes of juvenile delinquency. The Office will couple this with a Two Generation approach to address the needs of both children and parents. To reach this objective, Maryland will utilize the following strategies:

### ***Supporting evidence-based or promising programs and policies***

The Office will accomplish this by coordinating prevention and intervention initiatives that improve the overall well-being of Maryland's children, specifically those that have had contact with the juvenile justice system, by protecting public safety, holding youth accountable, strengthening families, encouraging prosocial behavior, and providing treatment and rehabilitative services tailored to the needs of juveniles and their families.



## GOVERNOR'S COORDINATING OFFICES

Community Initiatives • Service & Volunteerism • Performance Improvement  
Crime Prevention, Youth, & Victim Services • Small, Minority, & Women Business Affairs  
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### ***Developing, implementing, and funding programs that reduce and/or prevent Adverse Childhood Experiences***

Utilizing Edward Byrne Memorial Justice Assistance Grant funding, the Office will continue to prioritize programs that target child well-being and prevent physical, sexual or emotional abuse, physical or emotional neglect, and substance misuse, as well as programs that address the harmful impact of household mental illness, and/or the impact that having an incarcerated household member can have on a child's physical and emotional development. This will also be accomplished through leveraging other funding sources from the Office of Juvenile Justice and Delinquency Prevention (OJJDP) and Administration of Children and Youth (ACY)/U.S. Health and Human Services (DHHS).

### ***Supporting the use of restorative practices***

The Office seeks to reduce reoffending among young offenders by holding them accountable and allowing the victims and the community at large to participate in restorative practices to promote healing. By utilizing front-end diversion strategies, non-violent juveniles and juveniles who have committed misdemeanor offenses are not formally involved in the juvenile justice system and receive support from community-based programs. Accountability programs are most effective when they utilize individualized consequences, as well as a system of graduated sanctions according to the nature and severity of the offense. From the juvenile justice system standpoint, this requires an increased capacity to develop youth competence, efficiently track juveniles through the system to measure their success, and provide enhanced options that reinforce the mutual obligations of an accountability-based system (e.g. restitution, community service, victim-offender mediation, and other restorative justice sanctions). The use of incentives to promote positive behavior is just as important as imposing sanctions. Incentives should be juvenile appropriate, tailored to each youth, consistent, and fair.



## GOVERNOR'S COORDINATING OFFICES

Community Initiatives • Service & Volunteerism • Performance Improvement  
Crime Prevention, Youth, & Victim Services • Small, Minority, & Women Business Affairs  
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### ***Supporting programs that end the cycle of multigenerational poverty***

This will be accomplished by implementing and intentionally linking programs and services that create opportunities for, and address the needs of the entire family, both parents and children, particularly in the areas of education, economic stability, and family engagement.

### ***Ensure that youth are successfully re-entering their community***

The Office supports treatment and rehabilitative services specifically tailored to meet the needs of youth re-entering the community after being remanded to a secure juvenile facility. Services provided to youth upon their return to the community are designed to assist them in working through family issues, teaching life skills, and continuing the progress made during the treatment program. Such services may include, but are not limited to, family engagement programs, mental health services, substance abuse services, kinship care, and independent living programs.

### ***Objective #4: Maximize the Public Safety Returns on Maryland's Corrections Spending***

In order to maximize the public safety return on taxpayers' corrections investment, the criminal justice system must differentiate between those offenders who should be behind bars to protect our streets and those individuals who can be safely supervised in the community.

The Justice Reinvestment Initiative is a nationwide, data-driven approach to improve public safety, reduce corrections spending, and reinvest savings in strategies that can decrease crime and reduce recidivism. Criminal justice leaders from across Maryland worked together to



## GOVERNOR'S COORDINATING OFFICES

Community Initiatives • Service & Volunteerism • Performance Improvement  
Crime Prevention, Youth, & Victim Services • Small, Minority, & Women Business Affairs  
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form a comprehensive set of recommendations to reduce recidivism, control corrections spending, and further reduce the prison population.

Signed into law by Governor Hogan in May of 2016, the Justice Reinvestment Act (JRA) will enable Maryland to better restore families, protect victims, keep communities safe, and strengthen our economy. The Office serves as the primary entity responsible for the oversight and implementation of the Justice Reinvestment Act. The JRA focuses on five primary goals: 1) focusing prison beds on serious and violent offenders; 2) strengthening probation and parole supervision; 3) improving and enhancing release and reentry practices; 4) supporting local corrections systems; and 5) ensuring oversight and accountability.

The law establishes a Performance Incentive Grant Fund (PIGF), which will use averted corrections spending to reinvest in programs proven to reduce recidivism and lead to better public safety outcomes. Beginning in FY 2020, the state made \$3.7 million in funding available to support these goals; funds are intended to supplement existing state-run initiatives. The Office is currently using Edward Byrne Memorial Justice Assistance Grant funding and state funding sources to support programs that align with the principles of justice reinvestment.

To reach this objective, the Office has worked over the past year to engage in strategic planning with local criminal justice representatives to identify immediate priorities to be addressed with PIGF funding. Specifically, applicants for local funding were funded under one of the following priority areas: 1) enhancement and expansion of pretrial services; 2) expansion of specialty courts; 3) integration of evidence-based practices and programs; and 4) reentry services. On the state level, investment will improve outcomes and return on criminal justice spending by investing in treatment options, comprehensive reentry programming, reinvestment in victims, and training opportunities for criminal justice decision makers. Priority populations for JRA include, which are incarcerated women, incarcerated parents, justice-involved individuals with behavioral health needs, and victims of crime.



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### ***Coordinate interagency efforts to foster justice reinvestment***

The Office will continue to work with advocacy groups, state, and local partners, using Edward Byrne Justice Memorial Assistance Grant funding to further JRA goals. Under the guidance of JRA's Oversight, Advisory, and Local Government Boards, programs will be those that maximize linkages between state and local services, and between state agencies that interact with justice-involved individuals, such as public health-reentry response, will be prioritized. Furthermore, the Office will continue to collect, collate, and analyze data to measure the impact of the JRA and develop recommendations for moving forward.

### ***Focusing prison beds on serious, repeat offenders***

To assist in this effort, the Office will focus Edward Byrne Memorial Justice Assistance Grant funding and support on diversion/deflection programs targeting high need populations, such as juveniles, individuals with substance use disorders and/or behavioral health needs, and veterans. By doing so we believe that we can provide assistance to those that need help while ensuring public safety by limiting incarceration to violent repeat offenders. Diversion programs such as Law Enforcement Assisted Diversion (LEAD), problem-solving courts, the use of graduated sanctions, and criminal mediation all aid in this effort to provide services to those in need. The Office has directed prior grant funds to evidence-based risk screeners at multiple points within the criminal justice system, on both the state and local level, to ensure that incarcerated individuals are directed toward the most effective programming resources. This targets available diminution credits towards low level offenders and improves case planning to lower recidivism.

### ***Emphasize treatment options within the criminal justice system***



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Based upon recommendations made in a Substance Abuse Gaps and Needs Analysis, the Office will work with the Local Government Justice Reinvestment Commission to assess the needs of each county with regard to treatment services utilization for substance use and mental health disorders, including other factors that affect the ability to participate in treatment, such as lack of transportation and unstable housing, and make recommendations on how to address these needs. The Office will also explore and expand opportunities to share data between criminal justice and behavioral health entities, expand access to treatment, improve tracking of treatment outcomes, and assess the level(s) of treatment available across jurisdictions.

The Office will continue to support compulsory Crisis Intervention Team (CIT) training for law enforcement officers and behavioral health professionals by providing yearly training and participating in monthly CIT Coordinator meetings to exchange information and bring awareness to local resources. We will also support the expansion of treatment within local detention centers for pre-trial inmates and inmates with short-term sentences. For offenders incarcerated for longer periods of time, we will continue to expand access to treatment, including Medication-Assisted Treatment programs, behind the walls.

### ***Expand opportunities for returning citizens***

The Office will partner with the Department of Labor, along with public and private businesses to build up pathways to employment for ex-offenders, including providing state guidance. In addition, the Office will support the increased availability of reentry housing to stabilize reentering citizens and encourage the expansion of peer positions such as Peer Recovery Specialists and the adoption of technology to facilitate sustainable, tailored reentry case management. As recommended in the collateral consequences working group, the Office will work to build an infrastructure that allows Maryland agencies to begin collecting, analyzing, and reporting relevant data. We believe this information will provide a better understanding of the





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relationship between criminal history and an applicant's ability to successfully achieve licensure or certification, and allow us to measure the relationship between policies or practices that limit employment for ex-offenders and employment outcomes for offenders. These data, collected over time, will also allow us to measure the impact of collateral consequences reforms.

### ***Strengthen community supervision through evidence-based practices***

The Justice Reinvestment Act implemented a graduated sanctions matrix for individuals under community supervision. This evidence-based practice allows offenders with technical violations of supervision to receive swift, certain, and fair sanctions, which include mediations, access to treatment, and other more tailored consequences. The Office has coordinated connection with parole and probation using staff and data infrastructure from law enforcement enhancement programs to allow for referral to supervision staff as a means of diverting low-level drug offenders from criminal involvement. With the adoption of risk and needs assessments across the state, the Office will work with program data to identify programming needs and support training for cognitive-behavioral intervention for supervised populations.

### ***Objective #5: Increase the Availability of Data to Support Data-Driven Approaches to Criminal Justice Issues in Maryland***

Governor Hogan has emphasized the desire for Maryland to be a state in which decisions are driven by data. Further, he has asked the state to invest in evidence-based practices. To this end, it is the Office's intent to look for opportunities to collect, collate, and analyze data in order to produce accurate, timely, and actionable results throughout the State. We believe by finding ways to increase and enhance data sharing while being mindful of legal, ethical, and privacy related concerns, we can better affect change to increase the quality of life for all Marylanders and be fiscally responsible.



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These data help to drive policy decisions for all of our objectives. These include serving the needs of crime victims, reducing the number of heroin/opioid related deaths, determining ways to reinvest Maryland's corrections spending, coordinating criminal justice strategies, and reducing childhood victimization, while at the same time getting valuable data into the hands of our state and local partners working in the field to improve the quality of life for Marylanders.

Data is the common thread that runs through our strategy for crime control and prevention in Maryland. The management of data to enable data-driven decisions is a complex, but necessary effort in order to develop, implement, and measure the impact of initiatives meant to increase public safety in Maryland. These same concepts can also be implemented by agencies in the field to more effectively accomplish their goals and to make a safer Maryland. To reach this objective, Maryland will utilize the following strategies:

### *Develop infrastructure*

Develop the infrastructure to collect, collate, and analyse disparate data sets. In order to better understand threats, develop policy, and provide situational awareness to the Governor and his administration we will develop a data sharing system across the State. To this end, our office will work to establish clear memorandums of understanding with agencies regarding the sharing and use of data. Where appropriate, we will also advise the Governor of Executive Orders and legislation that would accomplish the same among state and local agencies. In order to ensure the security of this data and its proper usage, our office will establish policies ensuring proper storage and dissemination of information in accordance with existing memorandums of understanding and industry best practices.



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### *Emphasize the use of outcome based performance measures*

To ensure the best use of resources and understand the impact that funded programs are having with regard to increasing the safety of Maryland's citizens and visitors, we will continue to apply outcome-based performance measures to all grant funds administered by the Office, including Edward Byrne Justice Memorial Assistance funding. These same measures will be used to direct future programming and identify priority investment areas. The Office will request technical assistance to create a Strategic Action Plan, as required by the Federal solicitation. The Office will continue to build capacity for the Maryland Statistical Analysis Center (MSAC) and augment relationships formed with research partners. The Office will utilize BJAG funds to review system level changes based on planning and evaluation activities identified by workgroups and coalitions involved in advancing law enforcement, victim services and prevention strategies.

## Capabilities and Competencies

### Applicant

The Governor's Office of Crime Prevention, Youth, and Victim Services is responsible for coordinating interagency public safety and crime control and prevention activities throughout the state and is the state's principal coordinator with local, regional, and federal counterpart organizations. In addition, the Office also provides technical assistance in public safety and crime control and prevention activities and programs, including development of coordinated local crime control and prevention plans, to state agencies, local governments, private nonprofit organizations, and local communities. With the cooperation and collaboration of appropriate state agencies, the Office is charged with preparing a three-year Comprehensive State Crime Control and Prevention Plan. The most recent plan is for 2018– 2020. This serves as Maryland's



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roadmap for strategic planning and coordination. All sub-awards made using Edward Byrne Memorial Justice Assistance Grant funds will be consistent with the strategies articulated in this plan. At the time of this submission, the SAA is also reviewing new and emerging needs to respond to the COVID pandemic crisis and will update the plan accordingly.

The Governor's Office of Crime Prevention, Youth, and Victim Services is Maryland's State Administering Agency (SAA) for, and administration of, Federal and State funds for public safety, victims of crime, and crime control and prevention. The Office is responsible for comprehensive criminal justice planning and policy development, and seeks to leverage state and federal grant dollars to address the needs of statewide and local criminal justice systems. In FY19, the Office managed and distributed \$168M in grant funds, making 792 awards to 308 unique organizations.

In collaboration with government entities, private organizations, and the community, the Office plans, promotes, and funds efforts to advance public policy, enhance public safety, reduce crime and juvenile delinquency, and serve victims. As the SAA for Maryland, we recognize the importance of collecting program-related data and outcomes based performance measures and using that data to identify best practices and gaps in services. As a result, we are well-positioned to promote those best practices and work collaboratively with partners to address gaps in services through program modifications and quality improvement initiatives.

With regard to fiscal accountability, each grant award is maintained in our Grants Management System (GMS) as a separate and distinct funding source. Also, each federal grant award is given a unique accounting code and expenses are tracked and reconciled separately for each award. When funds are reported on (SFR425) and drawn, expenses and revenue are recorded and reported based on the unique accounting code along with the federal grant award number.



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The Office has written accounting policies and procedures, which are included in our Standard Operating Procedures (SOP) and are updated as needed. This SOP also incorporates all of the related State of Maryland's Policies and Procedures.

Our Grants Management System tracks actual expenditures against budgeted amounts for each subaward. The sub-recipient reports actual expenditures on a monthly or quarterly basis. They enter their expenditures and submit the financial report for reimbursement into our Grants Management System. Reported expenditures are limited to the remaining amount in each budget category based on previously reported expenditures. The submissions are reviewed and approved.

Payment requests are processed on a reimbursable basis. Sub-recipients expenses are reimbursed by the State and then on a monthly basis, the expenses are reconciled and those funds are requested from the grantor agency. Our administrative expenses are also paid, reconciled, and requested on a monthly basis.

All financial and programmatic information is retained during the award period and for three years from the date of grant close out acceptance. Each sub-recipient is also required to retain grant related records for that timeframe.

All three fiscal specialists have taken OJP's Financial Management Training course and have one to six years experience reviewing financial grant documents, rules, principles, and regulations. The Grants Manager, who supervises the fiscal specialists, has 10 years experience managing grants and has also completed the DOJ Financial Management training and is a Certified Grants Management Specialist (CGMS) through the National Grants Management Association (NGMA). In addition, several program staff have also completed OJP's Financial Management Training.

The Office, as the applicant under this funding opportunity, will: 1) award and monitor the subaward(s); 2) serve as the fiscal agent, with responsibility for tracking and reporting all

Page 29 of 33



## GOVERNOR'S COORDINATING OFFICES

Community Initiatives • Service & Volunteerism • Performance Improvement  
Crime Prevention, Youth, & Victim Services • Small, Minority, & Women Business Affairs  
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grant expenditures; and 3) collaborate with the subawardee(s) program leads to ensure compliance with all reporting requirements.

The Program Manager provides staff assistance and managing for multiple federal and/or state grant programs administered by the Office. The Program Manager serves as a funding source expert and is responsible for the entire grant management process of the funding source/program.

Specifically, this individual:

- Manages the grant application and award process.
- Oversees all subawardee program and budget activity.
- Oversees program development and reporting.
- Works in collaboration with the subawardee program leads to collect and submit the Performance Measures reports required under this solicitation.

## Plan for Collecting the Data Required

In collaboration with government entities, private organizations, and the community, the Governor's Office of Crime Prevention, Youth, and Victim Services plans, promotes, and funds efforts to advance public policy, enhance public safety, reduce crime and juvenile delinquency, and serve victims. As the State Administering Agency for Maryland, we recognize the importance of collecting program-related data and outcome based performance measures and using that data to identify best practices and gaps in services. As a result, we are well-positioned to promote best practices and work collaboratively with partners to address gaps in services through program modifications and quality improvement initiatives.

The Office understands the importance of collecting data to assess the effectiveness of funded programs and will capture the required information through the normal quarterly



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reporting process. The Office uses two types of programmatic reports to determine progress and program effectiveness: a Performance Measurement Report (quantitative measures) and a Progress Report (qualitative measures). Progress and Performance Measurement Reports are tools used to monitor how well a program is meeting its goals and objectives. The performance measure data collected varies based on the type and scope of the funded program. The Office uses these measures to assess program performance and document what was achieved with the awarded funds. All award packages include a copy of the sub-grant Performance Measurement and Progress Report questions. The sub-recipient is expected to tailor their data collection to answer the questions.

The Office requires sub-recipients to submit quarterly Progress Reports and Performance Measurement Reports on January 15<sup>th</sup>, April 15<sup>th</sup>, July 15<sup>th</sup> and October 15<sup>th</sup> through its Grants Management System (GMS). Requests for Funds will not be processed if either Performance Measurements or Progress Report questions have not been completed or what was submitted was considered unacceptable by program staff. All Quarterly Report Forms (Progress Report, Performance Measurements, Financial Report, and Request for Funds) must be submitted online (via the Office's reporting software).

In addition to the quarterly reports, the Office may request an Annual Progress Report. This information will be used to monitor and assess the program to determine if it is meeting the stated goals and objectives, supporting the state's Comprehensive State Crime Control and Prevention Plan, and complying with federal requirements. Failure to submit these reports in the prescribed time will result in delay with regard to the disbursement of funds.

Performance measure data collected will vary and be dependent on the type(s) of programs funded. Examples of measures we collect could include:

- Number of persons diverted from arrest into a diversion program.



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- Number of youth who successfully fulfilled all program obligations and requirements.
- Number of convictions obtained.
- Number of new victims served who learned about your services via outreach campaign.
- Number of violent gun crimes.
- Number of cases prosecuted.
- Number of trainings held.
- As a result of technology upgrades, number of additional hours allocated to direct victim services/support?.

## Conclusion

In conclusion, funding under the Edward Byrne Justice Memorial Assistance Grant Program has been instrumental in helping Maryland in its fight against crime, especially violent crime. Although significant strides have been made, much work remains to be done. Continued funding under the Edward Byrne Justice Memorial Assistance Grant will help Maryland continue many of the successful strategies described in this application, as well as implement additional evidence-based and data-driven practices that have been shown to be effective in reducing violent crime, reducing the prison population, and improving access to comprehensive victim services. . At the time of this submission, the SAA is also reviewing new and emerging needs to respond to the COVID pandemic crisis and will update the plan accordingly. The Office plans to request BJA technical assistance to review the required strategic plan due to consolidation of multiple functions that impact statewide implementation of strategies.





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### References / Best Practices

Local Management Boards identify priorities and targeting resources for a jurisdiction's communities. The Boards serve as the coordinator of collaboration for child and family services.

<https://goc.maryland.gov/lmb/>

The OJP CrimeSolutions.gov website at <https://www.crimesolutions.gov/> is one resource that applicants may use to find information about evidence-based programs in criminal justice, juvenile justice, and crime victim services.

<https://www.fbi.gov/services/cjis/ucr/nibrs>